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ABSTRACT

Volume 2 of the 19-volume Highway Safety Program Manual (which provides guidance to State and local governments on preferred highway safety practices) describes the purposes and specific objectives of motor vehicle registration. Federal authority for vehicle registration and general policies regarding vehicle registration systems are outlined. Program planning and development and operations for establishing, organizing, and implementing vehicle registration goals are considered in terms of vehicle ownership, weight, maintenance, and registration. Registration standards include application; refusal of application; issuance of registration plates and cards; display of registration; renewal; transfer; and authority to cancel, suspend, or revoke registration. Registration system requirements, procedures, and feasibility aspects are also outlined. Criteria for program evaluation and local government participation are specified. The function of operational, management information, program evaluation, and National Highway Traffic Safety Administration reports is explained. Appendixes are devoted to the Highway Safety Program Standard Two--Motor Vehicle Registration, a glossary of definitions, references a list of representative projects, and a list of resource organizations. (NH)

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Highway Safety Program Manual NO. 2

Motor Vehicle Registration

SEPTEMBER 1974

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U.S. DEPARTMENT OF TRANSPORTATION
NATIONAL HIGHWAY TRAFFIC SAFETY ADMINISTRATION

FOREWORD

As part of the Highway Safety Program Manual, this volume is designed to provide guidance to State and local governments on preferred highway safety practices. Volumes comprising the Manual are

0. Planning and Administration
1. Periodic Motor Vehicle Inspection
2. Motor Vehicle Registration
3. Motorcycle Safety
4. Driver Education
5. Driver Licensing
6. Codes and Laws
7. Traffic Courts
8. Alcohol in Relation to Highway Safety
9. Identification and Surveillance of Accident Locations
10. Traffic Records
11. Emergency Medical Services
12. Highway Design, Construction, and Maintenance
13. Traffic Engineering Services
14. Pedestrian Safety
15. Police Traffic Services
16. Debris Hazard Control and Cleanup
17. Pupil Transportation Safety
18. Accident Investigation and Reporting

The volumes of the Manual supplement the Highway Safety Program Standards and present additional information to assist State and local agencies in implementing their highway safety programs.

The content of the volumes is based on the best knowledge currently available. As research and operating experience provide new insights and information, the Manual will be updated.

The volumes of the Highway Safety Program Manual deal with preferred highway safety practice and in no way commit the Department of Transportation to funding any particular program or project.

Many expert organizations and individuals at all levels of government and in the private sector contributed heavily in the preparation of the volumes of the Manual. The Department appreciates greatly this help in furthering the national program for improving highway safety for all Americans.

HIGHWAY SAFETY PROGRAM MANUAL

VOLUME 2

MOTOR VEHICLE REGISTRATION

This manual is designed as a guide for States and their political subdivisions to use in developing highway safety program policies and procedures. It does not supersede the requirements of Highway Safety Program Standard No. 2.

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U.S. DEPARTMENT OF TRANSPORTATION
NATIONAL HIGHWAY TRAFFIC SAFETY ADMINISTRATION

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I. INTRODUCTION

The basic elements of a Motor Vehicle Registration Safety Program include the identification of vehicles, the collection and maintenance of information related to the vehicles and their owners, and the approval and issuance of registration cards (certificates) and plates before the vehicle may be operated upon public highways and roads. The magnitude of this State function is evidenced by the fact that over 97 million vehicles are registered today and are operated by over 100 million drivers on 3.7 million miles of roads and streets, while accumulating more than 900 billion miles of travel annually in the transportation of goods and people. These statistics emphasize the extreme mobility of our population and the inherent problems of identifying vehicles and their owners both in and at points distant from the jurisdiction of registration.

A. The Highway Safety Act of 1966 is designed to assist the State in improving its motor vehicle registration safety program through the development of an adequate registration information system for the rapid and efficient identification of vehicles and vehicle ownership.

B. Legislative background of the Highway Safety Act of 1966 established the following framework for a Motor Vehicle Registration Safety Program:

> ". . . it is obvious that a single, central motor vehicle registration and titling system in each State designed to fully and accurately describe each vehicle and its owner is essential as a control mechanism in any safety program.

"In a society as extremely mobile as ours, the need to be able rapidly to identify vehicle ownership is paramount. Some States have no titling system at all, and vehicle registration is limited to license plate numbers assigned to named individuals. Others have fairly comprehensive central, cross-referenced registration and titling systems. Expanded and set up electronically, such a system would make it possible to identify a vehicle by as simple a process as the license number or as remote a process as, perhaps, its color and one or more of its exterior design characteristics. Vehicle registration is an indispensable tool to investigation and law enforcement."*

C. The Motor Vehicle Registration Standard (see Appendix A) should serve as a basis for assisting the State in improving and expanding its motor vehicle registration safety program. Such a program, properly designed and administered, should contribute to the overall national effort in reducing human and material damage.

II. PURPOSE

A motor vehicle registration program should have as its major purpose the development of a system that encourages and maximizes its safety potential as an identification, information, and control mechanism. The program should be developed as a central system to identify and describe each vehicle and its owner and to provide essential support to other elements of the overall highway safety program of the State.

III. SPECIFIC OBJECTIVES

A State motor vehicle registration safety program should have the following objectives:

A. To register motor vehicles to be operated on public highways.

B. To record safety-related, identifying information for each vehicle and to record the name and address of its owner.

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*H. Rept. 1700, 89th Congress, 2d Session, pp. 1- and 12.

C. To provide system flexibility and capability for cross-referencing and linking vehicle and ownership information for highway and traffic safety studies, research, and accident and injury causation investigations.

D. To reduce the time required to inquire of the vehicle registration data base and to provide vehicle and owner identification to law enforcement personnel.

E. To provide rapid and accurate updating of data related to the vehicle and its ownership from the point of origin through the complete processing cycle.

F. To achieve reasonable uniformity of registration systems, procedures, and practices whenever possible to facilitate vehicle and owner identification, and as an aid in research analysis.

G. To develop and maintain a registration information base which assists the vehicle inspection program and the manufacturers' recall campaigns of defective vehicles to ensure the safe condition of vehicles.

H. To provide a method and basis for evaluating the registration program and for the reporting of appropriate data for research and other uses.

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Chapter 4 of Title 23, U. S. C. (hereinafter referred to as the Highway Safety Act of 1966), provides in Section 402(a), that uniform standards promulgated by the Secretary of the Department of Transportation". . . shall include, but not be limited to, provisions for . . . vehicle registration, operation, and inspection. . .". Based on this authority, the Secretary of Transportation issued Highway Safety Program Standard 2, Motor Vehicle Registration, which is presented in Appendix A of this volume.

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Par. I. Introduction
II. Policies

I. INTRODUCTION

A. The intent of the Highway Safety Act of 1966 is to promote highway safety through the implementation by the State of uniform Highway Safety Standards. The Department of Transportation has the responsibility for issuing these Standards and assisting the State in their implementation.

B. The State has primary responsibility for motor vehicle registration and, accordingly, must develop its own motor vehicle registration safety program. To provide a reasonable degree of national uniformity in motor vehicle information and practices, the Department of Transportation has formulated certain policies to serve as a guide to the State motor vehicle registration safety program.

II. POLICIES

The following policies are applicable to motor vehicle registration systems:

A. Motor vehicles to be operated on public highways should be registered by the State.

B. The State should have one centrally administered motor vehicle registration program.

C. The State should have a registration information system which provides for identification of each vehicle and its owner.

D. The registration information system should have the capability of supplying information rapidly and accurately for purposes of registration administration and of meeting the requirements of other elements of the overall highway and traffic safety program.

E. The State should utilize modern electronic data processing systems in its registration program to facilitate rapid data entry, update, and inquiry, if feasible, based on sound economics and systems analysis.

F. The information derived from registration should be related to and coordinated with program requirements of other Highway Safety Standards, such as Traffic Records; Driver Licensing; Highway Design, Construction, and Maintenance; and Periodic Motor Vehicle Inspection.

G. The registration system should provide a support and information base to ensure compliance with new and used car safety requirements of the Periodic Motor Vehicle Inspection Standard and to assist in the recall campaign of defective vehicles.

H. The registration system should have the capability to respond to State safety requirements for the suspension or revocation of registrations.

I. The motor vehicle registration system should have the capability to provide information concerning the registered gross laden weight of commercial vehicles. The gross laden weight may be obtained by owner-declaration or computed under any formula acceptable to the State.*

J. Registration plates issued by the State should be of uniform size, following the standard adopted by the American Association of Motor Vehicle Administrators.**

K. The State should evaluate its registration program and provide a summary of this evaluation to the National Highway Traffic Safety Administration.

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*Nothing in this volume suggests that the State registration fee be related to gross laden weight.

**Policies and Position Statements (1965), p. 31.

L. The State should have the capability to provide motor vehicle information relating to vehicle registration upon request by State and local agencies as appropriate, the National Highway Traffic Safety Administration, and other Federal agencies.

M. The State should plan and program motor vehicle registration as a system to achieve highway safety goals. Planning and programming should be based on systematic and factual information reporting.

N. The State should establish vehicle registration as a control system to assist in ensuring that unsafe vehicles do not operate on public roads, streets, and highways. This system should supplement the State vehicle inspection and law enforcement programs.

O. The State should utilize vehicle registration as a control over vehicle use by problem drivers including persons convicted of driving while under the influence of alcohol. This system should supplement the driver licensing, court and law enforcement programs.

U.S. DEPARTMENT OF TRANSPORTATION
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I. PROGRAM PLANNING

A. Introduction. Program Planning is the activity for establishing, organizing, and implementing vehicle registration goals and programs. It is the intent of this section to provide a guideline of goals to assist in planning and developing the AWP consistent with the comprehensive plan. Similarily, guidelines

are provided for describing in factual and narrative form the State's rationale for implementing program subelements or tasks. This information should be summarized and submitted with the AWP.

B. Program Goals. The motor vehicle registration program has five major safety goals and several detailed goals. Program activity should be planned using the following working guides to develop the AWP and comprehensive plan. The following outline by program goals is provided for the State's use:

1. Identify Vehicle and Owner Rapidly

   a. Establish documentation and data descriptors.

   b. Establish accurate and reliable vehicle ownership.

   c. Establish and obtain sufficient data for accident research and mathematical analysis.

   d. Enter and update vehicle and owner data rapidly and accurately.

   e. Retrieve vehicle and owner data rapidly.

   (A major safety use of this activity is to provide data to law enforcement. Also, with sufficient detailed data on the vehicle and owner, capability will be available to conduct accident research and mathematical analysis on different classes and types of vehicles.)

2. Assist in Prevention and Recovery of Stolen Vehicles

   a. Control vehicle registration plates, vehicle identification plates, and disposal of junked and abandoned vehicles.

   b. Administer an effective dealer licensing law.

   c. Establish and maintain stolen vehicle data base.

(This goal is of sufficient major safety importance to be focused on as a separate and measurable activity. Available evidence indicates that stolen vehicles are involved in a 200 percent higher rate of crashes than regular vehicles. Supplementing this registration goal are national vehicle safety standards number 114 and number 115. Standard number 114 requires that each passenger car have a key locking system that prevents starting the engine when the key is removed. Standard number 115 requires that the Vehicle Identification Number be visible from outside the vehicle. The effective control of registration plates, VIN plates, and junked and abandoned vehicles aids in the deterrence of vehicle theft. This control plus complete and accurate vehicle and owner justification should contribute to reducing stolen vehicle crashes.)

3. Control Vehicle Use to Ensure Safe Condition of Vehicles

   a. Register vehicle in safe condition.

   b. Suspend registration of vehicles involved in major crashes and register vehicles restored to safe condition.

   (The control of vehicle use is to prevent the operation of unsafe vehicles. A vehicle inspection program establishes specific criteria of safe condition while vehicle registration ensures that vehicles are safe for operation. The State should not register vehicles for use on public highways if they are designed and manufactured for off-the-road use.)

4. Control Vehicle Use by Problem Drivers

   a. Obtain legislation and establish administrative policy of driver control through registration.

   b. Establish criteria for suspension or limitation of registration.

   c. Correlate with driver license suspension, driver improvement, court and enforcement programs.

(The vehicle registration program should focus on the problem driver through vehicle registration as part of the Alcohol Safety Action Program. This activity should be correlated with driver license suspension, driver improvement, court and law enforcement surveillance programs.)

5. Increase Program Administrative Effectiveness

   a. Obtain needed legislation.

   b. Administer effective systems.

   c. Increase knowledge and skills of staff.

   (Systems, documentation, and skilled staff are vital components to achieving program goals. The success of the program depends on the degree of administrative effectiveness. Consequently, goals should be established to develop more effective organization and data processing systems, efficient documentation, and improved staff skills.)

C. Program Description for AWP. Summary descriptive information should be provided in narrative form in the AWP for each goal of the plan. Each goal should be responsive to needs identified in the comprehensive plan and should have described a schedule of implementation, anticipated safety benefits, and analytical factors underlying the plan. Planning vehicle registration activity depends upon the need to solve a problem identified by data derived from a sound reporting system. Analytical factors to consider in the State planning process are described below.

   1. General Analytical Factors. The State should provide narrative identifying and describing the problems that are to be solved by the subelements. If major State program assumptions or policies are critical to the plan, then these should be described in the narrative. In the implementation of the subelement the critical detailed steps should be identified and described. When the State plans a significant change in its data processing system involving equipment, more detailed program narrative should be provided based on working guidelines shown in the next paragraph.

2. Electronic Data Processing Analytical Factors. General acceptable systems design starts with a study of feasibility and cost analysis of alternate systems based on sound data. The State should provide brief summary information with the submission of the AWP explaining the selection of its system for implementation. An outline of detailed factors is provided for use by the State when conducting its feasibility study.

   a. Determination that the proposed system is technically capable of achieving immediate goals including allowance for growth.

   b. Analysis of output data elements, their volume, frequency, and use.

   c. Analysis of input data elements, their volume, frequency, and use.

   d. Analysis of equipment configuration including memory size of largest processing run, number of attached peripheral equipment unit provisions for backup, and reliability.

   e. Plans for programming including number of man months.

II. ESTABLISHMENT OF VEHICLE OWNERSHIP

The establishment of vehicle ownership is an important part of the vehicle registration function. The identification and description of each vehicle and owner depends upon documenting the chain of evidence to ensure accurate and reliable registration. The State should include the following procedures in its program.

A. Evidence of ownership should include sufficient and accurate information to provide identification of vehicle and owner, and should identify the previous owner of the vehicle.

B. The manufacturer's statement of origin (MSO) should be required as effective proof of ownership of previously unregistered vehicles.

C. The MSO should provide a sufficient data description of the vehicle.

D. The MSO should document the vehicle ownership from the manufacturer to the assigned dealer, subsequent dealers, and the person purchasing the vehicle.

E. National Highway Traffic Safety Administration endorses the use of a certificate of title in establishing ownership as defined in Volume 2. A certificate of title provides a source of data about previous owners and makes it difficult to submit fraudulent evidence of ownership.

F. Verification procedures are necessary to ensure effective ownership establishment. The State should include the following procedures in its program.

1. A visual inspection of the Vehicle Identification Number (VIN) should be made to verify that the vehicle for which initial registration is sought is in fact the same as that described in the registration application.

2. The State should examine registration applications for completeness, consistency, and validity. The State should compare the application with the previous ownership file to ensure validity and accuracy of data.

3. The State should check stolen vehicle files to verify ownership.

G. The State should retain all documents supporting application for establishing ownership.

H. Registration applications should be checked against vehicle owner and driver licensing files to identify problem drinkers.

III. GROSS LADEN WEIGHT OF COMMERCIAL VEHICLES

A. This provision in the standard is intended to provide data describing gross vehicle weight of commercial vehicles as the basis to achieve the following purposes:

1. To provide a uniform data base for measuring gross laden weight experience in accidents and the effect of this weight on motor vehicle safety standards. These standards cover vehicle components such as tires, brakes, and steering.

2. To assist in the administration of a classified license law, in which the type of license is related to the gross weight of the vehicle and the number of axles.

3. To provide data for evaluating the effect of gross laden weight vehicles on highway and bridge design, construction, and maintenance.

4. To provide data that is capable of aggregation on a national uniform and standardized basis for accident research.

5. To provide visible evidence of gross laden weight on the registration certificate to assist in enforcement of vehicle and highway regulations.

B. When States register by declared gross weight, the largest load to be carried during the registration period is the weight declared by the applicant that is entered in the system. This includes vehicles that carry either passengers or freight including their possible variation from year to year.

C. When States register by the manufacturer's rated capabity, then this weight is entered in the system.

In this case whenever the vehicle is altered affecting the rating, then the revised rating is reported and entered in the system.

D. If a State registers tractors by gross weight, and the unladen and laden weight of the semitrailer is reflected therein, then this computed gross weight conforms with the standard.

IV. CONTROL OF JUNKED AND ABANDONED VEHICLES

Junked vehicles are defined as those that are disposed of in any manner as wreckage or salvage and are scrapped, dismantled, destroyed, or abandoned. Junked vehicles constitute a serious problem for effective identification and control and result in serious weakening of vehicle registration.

A. The following requirements should be established by the States to strengthen controls over disposition of junked vehicles.

1. Titles, vehicle identification number plates, and registration plates should be returned by the junk dealers to the motor vehicle department.

2. All junk dealers should be licensed and a periodic review of their records should be conducted. Also, a periodic, on-site random inspection of junk yards should be conducted to ensure compliance with licensing requirements.

3. Procedures should be established to correlate vehicles involved in crashes with insurance companies for recovery of VIN's, titles, and plates.

4. Law enforcement data on abandoned vehicles should be correlated with vehicle registration to prevent illegal use of titles, VIN's, and plates.

B. Consideration should be given to assigning plates to the owner as a strengthened control over junked vehicles. In States assigning plates to owners, the owner is fully responsible for his plates at all times and will remove the plates when he junks his vehicle. In States assigning plates to the vehicle, the plates remain with the vehicle when junking it. Vehicles with plates in junk yards are prime prospects for theft, and the plates themselves present an opportunity for theft, making it more difficult to control junked and abandoned vehicles.

V. VEHICLES SUBJECT TO REGISTRATION

Every motor vehicle operated on public highways should be registered to provide for the rapid identification of the vehicle and its owner and to make available pertinent data for accident and injury causation research and safety program development.

VI. THE ORIGINAL REGISTRATION APPLICATION

The State should establish minimum original application requirements.

A. The presentation of proof of ownership, in a form acceptable to the State department responsible for administering the program (hereinafter referred to as the Department), should be a prerequisite to registration. Such proof may be in the form of certificates of origin, titles, bills of sale, etc.

B. The following information should be included on the application as a minimum:

1. Make - the name of the vehicle designated by the manufacturer. Standard abbreviations should be used to facilitate the processing of registration information both within the State and on a national basis.

2. Model year - the model year, as designated by the manufacturer on the certificate of origin.

3. Vehicle identification number - the number assigned by the manufacturer to identify the vehicle. The Department should have the facility to assign an identifying number in those situations where readily visible numbers assigned by the manufacturer are missing or mutilated.* When such a number is assigned and installed upon the vehicle, the vehicle should be registered under such number. Such replacement number plates should also identify the issuing agency and its location.

4. Type of body (body style) - a brief description of the body style of the vehicle.

5. Name and address of owner - full name (first, middle, and last) and current residence address, including zip code. This information in the files should be periodically updated by a system requiring notice of name and address changes to be submitted by the owner.

6. Registered gross laden weight (commercial vehicle) - the weight of the vehicle and the maximum load to be carried thereon should be obtained by declaration of the registration applicant, or computed using any formula acceptable to the State, and should be recorded in the registration records and upon the face of the registration card. The registration system should provide for vehicle modifications resulting in either a decrease or increase in carrying capacity.

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*See Federal Motor Vehicle Safety Standard 115, Vehicle Identification Number, 23 C.F.R. 255.21.

C. A visual inspection should be made of the vehicle identification number to verify that the vehicle for which initial registration is sought is in fact the same as that described in the registration application and related documents. This inspection could be made at vehicle safety inspection facilities, highway patrol stations, or at any other location by persons authorized by the State to make such inspections. A State may choose to have this inspection and verification certified by endorsement on the application for registration. The visual inspection should also include the general condition of the vehicle identification number plate to examine the possibility that it has been tampered with or altered.

D. A vehicle which does not meet the minimum safety inspection standards of the State should not be registered for operation. Evidence of such inspection may take the form of a valid inspection sticker, endorsement upon the registration application, or by an indicator in the data base. If this inspection cannot be accomplished prior to the act of registration, a post-registration inspection should be required, witholding the issuance of the permanent registration card until such time as proof of inspection is received by the Department. A temporary card, valid for a period sufficient for the applicant to have the inspection of his vehicle completed, should be issued in the interim.

E. The application for registration, or registration-title combination, should be signed by the applicant.

VII. GROUNDS FOR REFUSING REGISTRATION

The Department should refuse registration or transfer of registration for any of the following reasons:

A. The application contains false or fraudulent statements.

B. There is not sufficient evidence of ownership.

C. The vehicle is mechanically unsafe.

D. A prior registration of the vehicle stands suspended or revoked for any reason provided by law.

VIII. ISSUANCE OF REGISTRATION PLATES

Upon registering a vehicle, the Department should issue to the owner a registration plate or plates which display the registration number assigned to the vehicle for which it is issued, the name of the State (which may be abbreviated), and the year number for which it is issued or the date of expiration thereof.

A. Such registration plate(s) and the letters and numerals thereon should be of sufficient size to be plainly legible from a distance of 100 feet during daylight.

B. The dimensions of the plate should be in accordance with the policy expressed in Chapter III, paragraph 2J of this volume.

IX. ISSUANCE OF REGISTRATION CARD

The Department, upon registering a vehicle, should issue a registration card. The registration card should be delivered to the owner and should contain upon the face thereon the following:

A. Date issued.

B. Name and address of the owner.

C. Registration plate number assigned to the vehicle.

D. Registered gross laden weight (commercial vehicles).

E. Description of the vehicle in such detail, including the vehicle identification number, as determined by the Department.

X. MAINTENANCE OF REGISTRATION APPLICATIONS AND VEHICLE INDICES

The Department should file registration applications and maintain indices of vehicles registered by

A. Registration plate number.

B. Name of owner.

C. Vehicle identification number.

D. Other - when necessary for accident research or other purposes.

XI. REGISTRATION CARD TO BE CARRIED AND EXHIBITED ON DEMAND

The registration card or an official duplicate thereof should, at all times, be carried in the vehicle to which it refers or by the person driving or in control of the vehicle, and be available for display upon official demand.

XII. DISPLAY OF REGISTRATION PLATES

The State should require that

A. Motor vehicle (including motorcycle) registration plates be attached to the rear or both front and rear of the vehicle.

B. Registration plates be securely fastened in a horizontal position to the vehicle for which they are issued. The height of the plates should be not less than 12 inches from the ground, measuring from the bottom of such plates, in a place and position to be clearly visible, and should be maintained free from foreign materials and in a condition to be clearly legible.

XIII. REGISTRATION RENEWAL CYCLE

Registration renewal requirements should be such that

A. Each registration has an effective date and an expiration date, depending upon the requirements of the State of issuance.

B. Upon the expiration of a registration, there are provisions for its renewal, an updating of the basic registration records, and the reissuance of the registration card bearing the new identification plate or validation sticker number, if such new number is assigned.

XIV. AUTHORITY OF DEPARTMENT TO CANCEL, SUSPEND, OR REVOKE REGISTRATION

Authorization, as a minimum, should be provided for the Department to allow the cancellation, suspension, or revocation of a registration when

A. Such registration was issued in error on the basis of fraudulent information furnished in the application.

B. The vehicle for which the registration was issued is found to be mechanically unfit or unsafe to be operated.

C. The vehicle for which the registration was issued has been dismantled or junked.

State law should require the surrender of the registration plate and registration card to the Department in any of the situations covered in this paragraph.

XV. TRANSFER OF REGISTRATION

The Department should provide for the transfer of registration in situations where a person desires to register a motor vehicle acquired to replace another formerly registered in his name but sold or otherwise disposed of.

A. Consideration must be given to the two different systems in effect throughout the States providing that the registration plates either (1) remain with the owner of the vehicle or (2) remain with the vehicle upon transfer of assignment of ownership.

B. In either system the following requirements should apply:

1. Vehicles involved in a change of ownership should not be permitted to operate on the public highways until the owners have obtained or can produce evidence that they are in the process of obtaining a new registration and have met the requirements thereof.

2. The registration record maintained by the Department of Motor Vehicles should reflect the changed status of the vehicles involved.

C. In those States where the registration plates remain with the owner, and the owner disposes of the vehicle registered in his name and has no immediate plan to have the registration plates transferred to another vehicle, such plates should be returned to the Department for safekeeping pending further use.

XVI. SPECIAL REGISTRATION APPLYING TO MANUFACTURERS, TRANSPORTERS, AND DEALERS

The Department should provide for

A. The movement upon the highway of vehicles held by manufacturers, transporters, and dealers pending their sale, under a system that will provide the Department with data on this group of vehicles similar to that obtained on all other vehicles through the regular registration process.

B. A modified registration system for manufacturers, transporters, and dealers to provide the Department with information as to the number and types of vehicles of this category using the highways.

1. Distinctive identifying plates should be assigned for use on such vehicles while they are in operation, providing ready means of relating the vehicle to the assignee.

2. The manufacturer, transporter, or dealer should be required to ". . . keep a written record of the vehicles upon which such special plates are used and the time during which each set of plates is used on a particular vehicle, which record shall be open to inspection. . . ." upon official demand.*

C. Familiarizing its inspectors, State police, and other relevant authorities on a continuing basis with the then current Federal Motor Vehicle Safety Standards applicable to motor vehicles, tires, and other equipment, and chassis-cabs and other incomplete motor vehicles capable of being driven on the highway.

XVII. GENERAL INFORMATION SYSTEMS REQUIREMENTS

Consideration should be given to the following registration system requirements:

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*Section 3-604, Manufacturers, Transporters, and Dealers to Maintain Records, Uniform Vehicle Code, National Committee on Uniform Traffic Laws and Ordinances, Washington, D. C., 1962.

A. Vehicle registration applications should be designed to facilitate completion, entry into the manual processing stream, entry into data base processing, and research for error correction.

B. Minimum data elements (see Chapter IV, paragraph 2B) required to construct an acceptable data base should include the following:

1. Vehicle identification number.

2. Registration (license plate) number.

3. Name and address of owner.

4. Make.

5. Type of body.

6. Model year.

7. Registered gross laden weight (commercial vehicle).

C. In addition to the minimum data base requirements for vehicle identification and ownership, vehicle inspection data are also appropriate. Such inspection data should be collected upon implementation of the State's periodic motor vehicle inspection program.* The following items of information should be included:

1. Date of inspection.

2. Result of inspection (approved or rejected).

3. Next inspection date.

The addition of other elements to the data base could vary according to the requirements of the State. Examples of these include

*For details regarding procedures and items of information to be collected and tabulated, see Volume 1, Periodic Motor Vehicle Inspection.

1. Previous year plate number.

2. Previous title number.

3. Color of body.

4. Current title number.

5. New or used (at time of registration).

6. State of previous registration.

7. Model (Impala, Mustang, etc.).

D. Vehicle defect information as a result of the defect recall campaign is also appropriate. These data elements, as an example, would include

1. Make.

2. Model.

3. Model year.

4. Type of defect.

5. Owner notification.

6. Owner response.

7. Dealer correction.

E. Controls should be established to reduce delay, improve the data base accuracy, and increase the effectiveness of the registration program. The value of the data base will depend upon the accuracy and current nature of the information and its ability to be quickly interrogated. Once the data base is established, periodic sampling as to its accuracy could be undertaken by directing inquiries to the registrants. To reduce the delay in updating the data base and increase the level of confidence in the information contained therein, special consideration should be given to controlling the time required to process registrations, correct and resubmit errors, and overcome backlogs. Further managerial controls are discussed in Chapter V, Program Evaluation.

F. Inquiry response time is critical in registration systems. Enforcement agencies have a critical need for rapid response to inquiries concerning vehicle identification and ownership. Such priority requests act to support the introduction of data processing equipment to provide direct and random access to the data base with almost immediate results. Consideration should be given to direct interrogation of the data base through remote terminals located at the site of the principal users (law enforcement agencies, etc.).

G. Training will be a significant requirement in the development of new or improved registration programs. Such training as covered in paragraph 21 of this chapter should be considered.

H. The data base should be constructed to accommodate statistical information requirements. Periodic requests for State vehicle registration statistics by Federal, State, and local agencies should be handled through various accumulations of the data base information. Chapter VI of this volume presents the guidelines for program information.

I. Purges of the current registration data base should occur periodically, and at least annually, to accommodate scrapped or junked vehicles, vehicles registered in other States, and vehicles not registered in the current registration cycle.

XVIII. SYSTEMS INPUT REQUIREMENTS

The State should consider, among others, the following input requirements.

A. Registration applications should constitute the basic record in the system and the bulk of the information entering the data base. It is important, therefore, that applications be scanned manually for completeness and edited for consistency and validity prior to conversion and entry into the data base. Errors detected should be corrected and the application resubmitted as quickly as practicable.

B. Changes to vehicle registration information should be accommodated rapidly to maintain a current, accurate data base. Consideration should be given to the ease of converting the data on the source documents (name and address changes, changes in the identification of a vehicle, etc.) to data processing devices (punched cards, paper tape, etc.) for data base update.

C. Notices of stolen vehicles should be given priority in updating the registration data base. Such vehicle status changes should be accommodated through direct access using vehicle identification and, where available, registration (license plate) number. Request for duplicate registration cards to replace those lost or stolen and the recording and releasing of registration revocations or suspensions constitute further requirements of the system.

D. Results of periodic vehicle inspections should flow through the registration system as an input to the data base. Specific inspection information previously identified should be received to update continually the vehicle registration records.

XIX. SYSTEMS PROCEDURES REQUIREMENTS

Vehicle registration in support of highway safety programs should be responsive to changes.

A. New registrations or renewals should be entered in the data base quickly to provide an acceptable level of confidence as to its current status. Delay from point of input entry to data base update should be minimized and changes to the existing data base should be made without unreasonable delays.

B. Delay from the receipt of inquiries to the eventual response should be within limits of priorities established. Top priority with respect to response should be given to enforcement inquiries regarding vehicle identification, ownership, and status. Vehicle owner requests and notices, statistical compilations, program evaluations, and vehicle registers, although important in the overall highway safety program, should not hinder the ability of enforcement agencies to have immediate access to the data base.

C. Rapid error correction procedures contribute to the value of the data base. The time required to research and correct errors and reenter the corrected information into the system is directly related to the completeness of the registration application. Procedures developed to handle manual registration application editing (see paragraph 18A of this chapter) will enhance correction procedures.

XX. SYSTEMS FEASIBILITY

The State should consider the feasibility of upgrading its registration system.

A. A determination should be made as to the registration system information compatibility. Other State agencies may wish to draw upon the information contained in the registration system. The agencies should be identified and the extent of their requests determined. Requests from the National Highway Traffic Safety Administration and other Federal and local government agencies should be anticipated.

B. System capability considerations involve the time required to enter the data in the data base and the time required to obtain a response to inquiries. Equipment requirements to meet these considerations should be determined. Registration volume, equipment costs, and manpower skill requirements will be important in establishing a response time that is practicable.

C. Costs of personal services, capital expenditures, and other related costs for the proposed registration system should be identified as a basis for determining Federal and State funding.

D. Scheduling of work activity related to time should be considered with respect to effect on existing and projected program requirements. Rapid entry to the data base will require a review of presently scheduled work and time phases and, as a result, existing priorities and procedures may need to be reviewed and and revised.

E. Equipment requirements should be determined. Rapid data entry and inquiry response may require expansion of present data processing equipment. The volume of registrations, both present and forecast, will determine data storage requirements. Data processing and inquiry equipment configurations will be determined by volume, cost, and entry inquiry speeds. Considerations of equipment configuration should include

    1. Memory size required to handle the largext processing run, the peripheral equipment attached (tapes, disks, card readers), and remote time-sharing terminals.

2. Peripheral units and their corresponding transfer rates, volume capacities, and operational reliability.

3. The number and location of remote inquiry terminals capable of handling direct inquiries, remote data entry, and priority responses.

F. Manpower skills available should be reviewed in terms of registration systems requirements. Skilled personnel capable of implementing the requirements of the program may not be available. Such skill deficiencies may require extensive training of present personnel, active recruitment of individuals with specialized skills, or equipment manufacturer or contractual help to implement a system change. Such requirements should be identified.

G. The need to expand and further classify and subclassify the data base to meet new and unusual information requests should be anticipated insofar as possible.

H. The economic feasibility and cost effectiveness of automatic systems should be determined, taking into account particular conditions of the State. The feasibility may be determined for the registration system itself, or as a component of the overall safety system which includes traffic records, driver licensing, accident investigation, etc.

XXI. PROGRAM AND INFORMATION SYSTEMS TRAINING

Skilled manpower necessary for the administration and operation of registration systems are important to the accomplishment of the objectives of the registration program. An organized system of training should be developed to include the various techniques available. The training should be treated as interrelated activities of program development and operations. The training program should cover the major areas of registration practices and information requirements as suggested in this volume.

A. A combination of training techniques should be considered, such as

1. The development of comprehensive seminar courses.

2. On-the-job training in the registration program areas.

3. Attendance at selected training sessions sponsored by recognized institutions.

B. Training is especially beneficial to individuals who are beginning careers in registration administration. A systematic program followed by States, either individually or on a regional basis, would actively promote professional development in a field where little or no formal training exists.

C. The following specific areas are suggested for comprehensive training in the registration program area

1. State, local, and Federal responsibilities and authorities in registration safety.

2. Characteristics of motor vehicles.

3. Legal aspects of registration.

4. Objectives of the registration safety program.

5. Issuance of registration certificates and plates based on approved applications.

6. Registration information systems and vehicle registers.

7. Function and applicability of electronic data processing equipment in registration.

8. Department's authority to approve, cancel, suspend, or revoke registration.

9. Special responsibilities of manufacturers, transporters, and dealers in registration, and the coverage of current Federal Motor Vehicle Safety Standards for motor vehicles, for tires and other equipment, and for chassis-cabs and other incomplete motor vehicles capable of being driven on the highway.

10. Vehicle reciprocity problems.

11. Public impact of registration.

D. Systems training will be a significant requirement in the development of new or improved registration systems using electronic data processing. To ensure efficient system conversions and operations, training prior to such a systems change should be considered with respect to

1. Skill requirements, such as;

   a. Computer installation management.

   b. Systems and procedures.

   c. Systems analysis and design.

   d. Communications systems.

   e. Computer programming.

   f. Computer operations.

   g. Keypunch/keytape operations.

2. Sources of manpower, such as;

   a. The existing data processing staff.

   b. Functional (registration) specialists.

   c. New hires - trainees.

   d. New hires - skilled.

   e. Equipment manufacturers.

   f. Outside contractors.

3. Training facilities available, such as;

   a. Colleges and universities.

   b. Department-sponsored training.

   c. Computer manufacturers.

d. Data processing schools.

e. Data processing service bureaus.

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I. Introduction
II. Levels of Program Appraisal
III. Factors to Consider
IV. Criteria for Measuring Program Effectiveness
V. Program Evaluation and Review
VI. Program Evaluation Checklist

I. INTRODUCTION

In order to determine the effectiveness of present policies and operations, periodic evaluations should be ~~made~~ of the registration system program.

A. Various levels of appraisal should be included. Political subdivisions (county/city), branch offices, and the central office of the Department should be included in these levels to determine trends that may require new policies, new operating procedures, or new techniques in data collection, transmission, and processing.

B. Factors to consider in program evaluation should include the influences on the registration system originating outisde of the Department, the ability of the system to support the objectives of the State's highway safety program, and the resources required to administer, operate, and control registration processes.

C. In considering the factors involved in the evaluation of the registration system, certain criteria, discussed in paragraph IV of this chapter, may be established to document quantitatively program performance. Time requirements, volume requirements, and trend analysis contribute to criteria available to measure the registration system effectiveness.

D. Periodically, the measures of program effectiveness coupled with factors that influence registration performance at various levels of registration operations can be collected, summarized, reviewed, and interpreted.

II. LEVELS OF PROGRAM APPRAISAL

Several levels of program appraisal are necessary for comprehensive program evaluation.

A. Program evaluation may be quantitatively measured for effectiveness in the central, branch, or political subdivision registration office.

1. Motor vehicle registration systems may be evaluated by considering cost and manpower measures such as

   a. Cost per vehicle registered for the entire State.

   b. Cost per vehicle registered for each branch office or political subdivision.

   c. Cost per inquiry or request (inquiry or request as used here is meant to include only written inquiries from registrants (request for duplicate title, letters, forms, etc.) and special one-time reports).

   d. Cost per inquiry or request (as defined in (c) above) for each branch office or political subdivision.

   e. Manpower utilization per registered vehicle for the entire State.

   f. Manpower utilization per registered vehicle for each branch office or political subdivision.

2. Elements of information available may also be used to quantify the evaluation by

   a. Determining the extent of relationship between registration and other safety programs (i.e., periodic motor vehicle inspection; highway design, construction, and maintenance; driver licensing and traffic records), as, for example;

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2. Elements of information available may also be used to quantify the evaluation by

a. Determining the extent of relationship between registration and other safety programs (i.e., periodic motor vehicle inspection; highway design, construction, and maintenance; driver licensing and traffic records), as, for example;

1. If the results of motor vehicle inspection are reflected in the data base, the existing foundation for the implementation of a system requiring proof of inspection as a prerequisite to registration (see paragraph 2D, Chapter IV of this volume).

2. Statistical accumulation of registration data for a given geographical area to determine new highway needs, reconstruction or maintenance of existing highways, or for establishing long-range highway construction priorities based on motor vehicle population forecasts.

b. Determining the extent of statistical information derived from the data base for satisfying requests of the National Highway Traffic Safety Administration and other State, local, and Federal agencies.

B. Registration programs may be objectively evaluated by using subjective responses from the public. Subjective critiques may be received from the public on the effectiveness of the registration process in regard to

1. Time required for vehicle registration.

2. Ease of completion of the application form.

3. Availability of information concerning registration requirements to facilitate completion and processing of the registration application.

4. Time required to respond to inquiries and requests from an individual regarding his personal situation.

III. FACTORS TO CONSIDER

Other factors should be considered by the State in evaluating the performance of its registration program.

A. Outside influences that may affect the performance of the registration program should be considered, as, for example;

1. Volume and frequency of enforcement inquiries will influence the effectiveness of the registration program.

2. The level of confidence in the accuracy of the data base by enforcement agencies and the public should be considered by the Department as a measure of program performance.

3. Titling processes in some States may directly affect the registration function.

4. The skills required to perform adequately the registration operations as compared to the manpower skills available will affect program effectiveness.

5. Legislative requirements other than titling, unique to the State, may affect the registration process.

6. Other Highway Safety and Motor Vehicle Safety Standards issued by the Department of Transportation will influence program activities.

B. Performance of the registration system in meeting the objectives of the Standard and the State should be considered. Revenue derived from registration is important but an effective motor vehicle registration safety program provides the State with other important benefits. Vehicle identification and ownership records, vehicle control, statistics for legislative and management action, information for accident injury analysis, and information for research can be provided when the objectives of the registration program are met.

C. Resources utilized should also be reviewed in terms of

1. Manpower skills available and skills required.

2. Space requirements, existing and forecast.

3. Other resources available or required, such as contractual supplements to existing manpower.

IV. CRITERIA FOR MEASURING PROGRAM EFFECTIVENESS

The following criteria should be considered by the State as techniques for evaluating its registration operations.

A. Elapsed time between the receipt of an application and the delivery or mailing of registration certificates and plates provides a measure of responsiveness.

B. Elapsed time between the receipt of applications and changes to the data base and update (name and address, transfers) reflects the current nature of the files.

C. Elapsed time between the receipt of an inquiry or request and the furnishing of the information to the requestor provides a measure of inquiry responsiveness.

D. The number of inquiries or requests for information not located in the data base reflects a measure of the value of the data base information.

E. Number of vehicles in registration backlog indicates the current nature of the records.

F. Computations of rates of entry and response for defined periods of time will provide quantitative trend analysis information.

1. $\frac{\text{Number of unit records entered}}{\text{Number of unit records received}} \times 100 = \text{Rate of entry}$

2. $\frac{\text{Number of responses provided}}{\text{Number of requests received}} \times 100 = \text{Rate of response}$

V. PROGRAM EVALUATION AND REVIEW

The review and evaluation of the registration program should be dependent upon objective data. The following items should serve as an aid in this process.

A. The collection of quantitative data to judge registration effectiveness should include

1. Number of registered vehicles.

2. Number of inquiries processed.

3. Vehicles not meeting requirements of other Standards.

4. Elapsed times.

5. Rates of entry and response.

B. Statistical information should be available to determine

1. Summaries of vehicles by make and model, and of major vehicle types and weight groups.

2. Revenues derived from the registration process for various classifications of vehicles.

C. A general survey should be conducted within the Department of Motor Vehicles and its branch offices indicating

1. Major problem areas.

2. Manpower skill shortages.

3. Future registration volume trends.

4. Benefits derived.

D. The motor vehicle registration program should be evaluated in terms of

1. Management interpretation of the statistical information and general survey.

2. Compliance with Program Standard.

3. Future projections.

4. Conclusions.

E. Summary evaluation should be sent to the National Highway Traffic Safety Administration as provided in the Motor Vehicle Registration Standard.

VI. PROGRAM EVALUATION CHECKLIST

The following checklist is intended to be used by the State as an aid in the evaluation of its registration program. The answers

to the questions should be included in the program evaluation summary submitted to the National Highway Traffic Safety Administration.

A. Planning.

1. What specific objectives are planned for accomplishment during the next fiscal year? Over the next three fiscal years?

   a. What resources (manpower, equipment, etc.) are needed to achieve the goals of the registration program?

   b. Will State funds be available for matching Federal funds for registration, and have they been included in the State budget for the next fiscal year?

2. What changes in the registration program and its system should be planned and implemented during the next fiscal year to accomplish the objectives in (1) above?

3. What is the best way to organize the registration program?

   a. Centralize on State level?

   b. Decentralize to branches or political subdivisions?

   c. Combination of (a) and (b) above?

4. What effect would implementation of new or improved electronic data processing systems have on the organization? The present processing system? The registration program? Legislative changes?

5. Have alternative systems been analyzed for economic value before deciding on implementation?

6. What legislation should be designed for introduction in the legislature to achieve the purposes of the Motor Vehicle Registration Standard?

B. Registration development and operation.

1. Should motor vehicles presently exempt from registration be registered? Or does present practice fulfill the intent of the Standard?

2. Does the original application for registration require sufficient information for inclusion in the data base to meet the minimum requirements of the Standard? Projected research requirements?

3. Does law enforcement authority have an effective, rapid, and accurate way of identifying the vehicle and its owner upon request? What is the statistical distribution of intervals between query and completion of response?

4. Is the vehicle or its owner readily identifiable upon request in the central or branch offices or political subdivisions?

5. Is the registration information base updated at least within 24 hours after original issuance or renewal of registration?

6. What identification control exists over the motor vehicle during the period when ownership is being transferred or reassigned?

7. What identification control exists over motor vehicles held by manufacturers, transporters, and dealers?

8. Does the registration system provide a support base for vehicle inspection by relating registration to vehicle safety?

C. Registration information system.

1. Is the registration information processing system capable of providing tabulations by the elements required in the Standard?

2. Are controls built into the system for processing registrations to ensure accuracy and rapid error correction?

3. Have priorities been established for meeting information requests and data use?

4. Are surveys or studies required to determine system information compatibility? For evaluation of new or revised systems?

5. Are equipment and staffing needs translated into costs to determine the system and equipment effectiveness?

D. Measurable indicators.

1. Does the measure of elapsed time between an inquiry and response indicate problems in meeting the needs of law enforcement agencies and others within acceptable time limits?

2. Does the measure of time taken to update the registration information base indicate problems of providing current information rapidly and accurately?

3. Do cost indicators such as cost per vehicle registered or cost per inquiry processed indicate an acceptable ratio of cost to information results supplied?

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III. Management Information Reports
IV. Program Evaluation Reports
V. Reports to the National Highway Traffic Safety Administration

I. INFORMATION REQUIREMENTS

A. Information relative to the registration system must satisfy operational needs, registration management, and requirements for program evaluation. Operating personnel will require cross-references of vehicle identification and ownership. Management will find statistical summaries and classifications helpful in planning new processing methods, projecting revenues and motor vehicle populations, evaluating the system, and meeting the needs of other elements of the total highway and traffic safety program.

B. States should consider the development and use of the operational management information, and program evaluation reports that follow.

II. OPERATIONAL REPORTS

The State should consider the development and use of specific operational reports.

A. Since vehicle identification and ownership is of extreme importance to the operations of the Department and its agents, the following are examples of listings that may be used daily in a registration system that does not have direct inquiry terminals:

1. Cross-reference listings (Statewide or political subdivision as required). Elements of these listings might include the following:

   a. By registration (license plate) number.

      (1) Registration (license plate) number.

      (2) Full name of registrant (including changes from original).

      (3) Address of registrant (including changes from original).

      (4) Vehicle identification number.

      (5) Inspection date (optional).

      (6) Inspection status (optional).

   b. By name of registrant.

      (1) Full name of registrant (including changes from original).

      (2) Address of registrant (including changes from original).

      (3) Registration (license plate) number.

      (4) Vehicle identification number.

   c. By vehicle number.

      (1) Vehicle identification number.

      (2) Registration number.

      (3) Full name of registrant (including changes from original).

      (4) Address of registrant (including changes from original).

2. Periodic notice of vehicles overdue for safety inspections.

   a. Name of registrant.

   b. Registration number.

   c. Address of registrant.

   d. Vehicle identification number.

   e. Date of previous inspection.

   f. Date inspection due.

3. Periodic report of stolen vehicles.

   a. Vehicle identification number.

   b. Registration number.

   c. Make.

   d. Model (if available).

   e. Model year.

   f. Color (if available).

   g. Type of body.

4. Defective vehicles recalled by manufacturers:

   a. Total of vehicles by make.

   b. Total of vehicles by model.

   c. Total of vehicles by model year.

   d. Total of vehicles by body style.

B. As a service and support activity, information available in the data base may be used by the States to supply political subdivisions or other State agencies with registration volumes that may be used in the administration of programs not necessarily related to safety, as, for example,

1. Local property tax income from vehicles (political subdivisions).

2. Vehicle registration - registrants and addresses (political subdivisions, i.e., for use in collecting unpaid traffic violations).

III. MANAGEMENT INFORMATION REPORTS

Management should have at its disposal, information indicative of the results of its current policies and operations. These results may support or refute changes in policy or operating techniques under consideration.

A. Registration administrators may use summary type reports to

1. Develop new or improved programs.

2. Redesign systems and procedures.

3. Review manpower requirements.

4. Justify the acquisition of new or improved data collection transmission and processing devices.

B. Highway and traffic safety management should have available information concerning motor vehicle populations for geographical areas as well as for the entire State. Registration trends will be valid indicators of population and economic shifts. Traffic engineering and highway planning and design will be affected by these vehicle population changes. Managers of traffic safety programs should be aware of registration trends in connection with the development and implementation of new information and education programs. States that presently have periodic motor vehicle inspection, or plan to have such a program, should be aware of geographic motor vehicle populations for purposes of planning inspection frequencies and determining the number of stations to establish in a given county or city. Enforcement agencies dealing with traffic control may find a need for area motor vehicle statistics to determine a proper allocation of manpower.

C. Motor vehicle registration fees constitute a sizeable portion of the total revenue capability of the State. Data must be

available to enable the agency responsible for establishing revenue policy to make predictions as to vehicle population by principal types and to analyze the effect of registration fee increases either across the board or by special category, i.e., trucks, trailers, etc. Registration data are also important in forecasting motor fuel and sales and excise taxes, as well as toll road revenue.

D. Provision should be made to supply data collection agencies, both local and national in scope, with information concerning vehicle registrations in a form that can be broken down into categories beyond those normally required for internal management. Trends in vehicle registration are generally accepted as an indicator of business prosperity; therefore, periodic reports are usually sought for inclusion in the financial section of newspapers and other publications.

E. A representative selection of reports that a State may wish to consider in satisfying its management information needs is as follows:

1. Manpower utilization summary by agent/branch.

   a. Total registrations - agent/branch.

   b. Number of employees - agent/branch.

   c. Number of registrations per employee.

   d. Total registrations - Statewide (current year, previous year, five-year average, and trend).

   e. Total employees - Statewide (current year, previous year, five-year average, and trend).

2. Summary of registrations for planning inspection facilities.

   a. Total registrations for geographical area - county, city, or metropolitan area.

   b. Frequency of inspections in State - annual, semi-annual.

   c. Total number of vehicles to be inspected - total registration times the frequency.

3. Summary of registrations by classes for highway planning and design (current year, previous year, five-year average, and trend).

   a. Total number of passenger vehicles.

   b. Total number of motorcycles.

   c. Total number of commercial vehicles and the range (e.g., 1,000-2,000 pounds, 20,000-30,000 pounds, and median) of registered gross laden weight.

4. Motor vehicle registration fee analysis - total number of motor vehicles by fee classifications (considerations of the various effects of given fee increases).

5. Motor vehicle population forecasts for revenue - number of passenger vehicles by year of manufacture (current year, previous year, and trend).

IV. PROGRAM EVALUATION REPORTS

The registration administrator should have available in report form an analysis of the information outlined in Chapter V of this volume in terms of cost and time-based data. This information should provide a basis for determining progress of the program, actual accomplishments measured against the plan, projected trends, and can serve as justification for State budget requirements.

A. The following data are suggested to be included in the two basic reports on cost and timing.

   1. Registration systems operations analysis (State and political subdivisions).

      a. Total number of vehicles registered by type.

      b. Total registration system operating expenses.

      c. Cost per vehicle registered - current.

      d. Cost per vehicle registered - previous year.

      e. Cost per vehicle registered - five-year average.

f. Trend.

2. Other cost and timing analysis, as, for example;

a. Number of inquiries manually processed.

b. Cost per inquiry processed.

3. Timing estimates, as, for example;

a. Time lapse between receipt of application and data base update.

b. Time lapse between receipt of application and mailing of registration card and plate.

c. Age of unresolved inquiries.

4. Volume of registration backlog.

B. An evaluation summary should be submitted to the National Highway Traffic Safety Administration based on the analysis of the State's program (see paragraph 5).

V. REPORTS TO THE NATIONAL HIGHWAY TRAFFIC SAFETY ADMINISTRATION

A. The Standard contemplates that registration data will be used for "(a) accident research; (b) planning and development of streets, highways and related facilities; and (c) other operational uses." Also, the Standard requires that each State system shall provide data ". . . for statistical compilation as needed by authorized sources." In this context, the National Highway Traffic Safety Administration intends to ask each State for research related data which may take the form of summaries described below:

1. Summary of passenger vehicles by type of body (body style) within make within model year.

a. Model year - a summary at this level will determine the age of a State passenger vehicle population and rate of attrition of passenger vehicles not manufactured to Federal safety standards.

b. Make - a summary at this level will provide a basis for determining the proportion of accidents in which vehicles of a given make are involved.

c. Type of body (body style) - a summary at this level will provide a basis for determining the influence of body style upon the type and severity of accidents.

2. Summary of ranges of registered gross laden weights of commercial vehicles:

a. Less than 5,000 pounds.

b. 5,000 - 7,999 pounds.

c. 8,000 - 9,999 pounds (and continuing up to 31,999 pounds at 2,000 pound intervals).

d. 32,000 - 35,999 pounds (up to 39,999 pounds at 4,000 pound intervals).

e. 40,000 - 44,999 pounds (up to 79,999 pounds at 5,000 pound intervals).

f. 80,000 pounds and over.

B. The Standard requires that the State conduct a periodic evaluation of its registration program and that an evaluation summary be provided the National Highway Traffic Safety Administration. Chapter IV, of this volume, details certain desirable registration practices and Chapter V suggests a number of evaluation techniques.

C. The summary evaluation should include a statement of practices, as suggested in Chapter IV, which are not presently followed and specify, regarding each of those practices not presently followed, comments as follows:

1. Does the State plan to adopt the practice?

2. What are the problems involved?

3. Are changes in legislation necessary? If so, when will legislative action be initiated?

4. If plans are being made to implement the practice, approximately when will implementation begin?

5. Is the cost of implementation a limiting factor?

D. The summary evaluation should also include the results of evaluation measures and techniques employed, as suggested in Chapter V, and responses to the evaluation checklist.

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HIGHWAY SAFETY PROGRAM MANUAL

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CHAPTER VII. LOCAL GOVERNMENT PARTICIPATION	September 1974

Vehicle registration is a basic State government function. Local governments do, however, participate in the benefits of the State registration system as users of the information contained in the data base. Data that may be of particular use to local authorities might include

1. Vehicle identification and ownership by means of vehicle registers and indices for local law enforcement.

2. Name and address of owner for purposes of collecting unpaid local traffic and parking violations.

3. Volume of vehicles in the local geographic area for forecasting highway volume, planning, and design, construction, and maintenance.

4. Information concerning the number of vehicles in the local geographic area in connection with forecasting and collecting taxes.

APPENDIX A

HIGHWAY SAFETY PROGRAM STANDARD 2

MOTOR VEHICLE REGISTRATION

PURPOSE

I. To provide a means of identifying the owner and type, weight, size, and carrying capacity of every vehicle licensed to operate in the State, and to make such data available for traffic safety studies and research, accident investigation, enforcement, and other operational uses.

II. To provide a means for aggregating ownership and vehicle information for (a) accident research; (b) planning and development of streets, highways, and related facilities; and (c) other operational uses.

STANDARD

Each State shall have a motor vehicle registration program which shall provide for rapid identification of each vehicle and its owner, and shall make available pertinent data for accident research and safety program development.

I. The program shall be such that every vehicle operated on public highways is registered and the following information is readily available for each vehicle:

A. Make.

B. Model year.

C. Identification number (rather than motor number).

D. Type of body.

E. License plate number.

F. Name of current owner.

G. Current address of owner.

H. Registered gross laden weight of every commercial vehicle.

II. Each program shall have a records system that provides at least the following services:

A. Rapid entry of new data into the records of data system.

B. Controls to eliminate unnecessary or unreasonable delay in obtaining data.

C. Rapid audio or visual response upon receipt at the records station of any priority request for status of vehicle possession authorization.

D. Data available for statistical compilation as needed by authorized sources.

E. Identification and ownership of vehicle sought for enforcement or other operation needs.

III. This program shall be periodically evaluated by the State, and the National Highway Traffic Safety Administration shall be provided with an evaluation summary.

APPENDIX B

GLOSSARY OF DEFINITIONS

This glossary defines those terms whose meanings may be unclear in the context in which they are used. These definitions are intended to apply only to the usage of these terms in this volume.

Commercial Vehicle - Any vehicle designed primarily for the carrying of property, or more than 10 passengers, as distinguished from a passenger vehicle designed primarily for the carrying of 10 or less passengers.

Data Base - Those data elements included in the registration system used for satisfying information requirements of State, local, and Federal agencies.

Dealer - "Every person engaged in the business of buying, selling, or exchanging vehicles . . . ."*

Department - The Department of Motor Vehicles or other State department or agency responsible for administering the motor vehicle registration program.

Highway - "The entire width between the boundary lines of every way publicly maintained when any part thereof is open to the use of the public for purposes of vehicular travel."**

Manufacturer - "Any person engaged in the manufacturing or assembling of motor vehicles or motor vehicle equipment, including any persons importing motor vehicles or motor vehicle equipment for resale."***

Motor Vehicle - "Any vehicle driven or drawn by mechanical power manufactured primarily for use on the public streets, roads, and highways, except any vehicle operated exclusively on a rail or rails.****

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*Section 1 - 112 Dealer, Uniform Vehicle Code.

**Section 1 - 122 Highway, Uniform Vehicle Code.

***80 Stat. 718, 15 U.S.C. 1391(3).

****80 Stat. 718, 15 U.S.C. 1391(4).

Owner - "A person, other than a lien-holder, having the property in or title to a vehicle. The term includes a person entitled to the use and possession of a vehicle subject to a security interest in another person but excludes a lessee under a lease not intended as security."*

Peripheral Units - Term used in referring to equipment attached to a central processing unit (computer), (i.e., tape drives, card readers, high speed printers, disk files, card punchers, and others).

Rate of Entry - A measure of data input effectiveness indicating a percentage of registration applications entered relative to the number of applications received in the data base during a given period of time.

Rate of Response - A measure of the effectiveness of a Department in processing requests from enforcement authorities, State, local, and Federal agencies.

Registered Gross Laden Weight - The weight of a vehicle plus the weight of the maximum load to be carried thereon as reflected in the registration system.**

Registration - The process of identifying a particular vehicle and the ownership thereof, and the subsequent issuance of a registration certificate and registration plates sanctioning its use on the public highways.

Remote Terminals - Equipment having the ability to transmit inquiries or data for update and receive responses to the inquiries over long distances within short periods of time.

State - Any one of the 50 States, the District of Columbia, and Puerto Rico.***

Title - A legal instrument issued by the Department identifying ownership of a particular motor vehicle for purposes of registration or assignment. Depending upon the practice of the jurisdiction of issue, such title may or may not show liens recorded against the vehicle.

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*Section 1 - 141 Owner, Uniform Vehicle Code.

**See Chapter III, para. 2, of this volume.

***23 U.S.C. 101.

Transfer of Registration - The process of an owner transferring a valid registration to a vehicle different from the one originally registered in his name.

Transporter - "Every person engaged in the business of delivering vehicles of a type required to be registered. . . ."*

Vehicle Indices (Registers) - The cross-indexing of vehicle information such as registration number (license plate), owner name and address, vehicle identification number, and registration number, and others for distribution to State, local, and Federal agencies to facilitate vehicle identification and ownership.

*Section 1 - 180, Transporter, Uniform Vehicle Code.

APPENDIX C

REFERENCES

The following is a selected list of recognized authoritative references which may be helpful in implementing the program specified in this volume. This list is not intended to be a bibliography of all documents available in this field.

American Association of Motor Vehicle Administrators, Policies and Positions Statement (1965). American Association of Motor Vehicle Administrators, 1155 15th Street, N. W., Washington, D. C. 20005.

National Committee on Uniform Traffic Laws and Ordinances. Uniform Vehicle Code (1962). National Committee on Uniform Traffic Laws and Ordinances, 1776 Massachusetts Avenue, N. W., Washington, D. C. 20036.

APPENDIX D

REPRESENTATIVE PROJECTS

States may wish to evaluate the undertaking of special projects which will lead to developing alternative methods of accomplishing the purposes of the Motor Vehicle Registration Standard, as, for example;

1. The conversion of existing registration systems to provide for more rapid data entry, update, and retrieval.

2. Alternatives available for more rapid data transmission between branch offices and the central office where the data base is located.

3. Alternatives available to users for rapid retrieval of information from the registration data base.

4. Staggering registrations over the period of one year to even out the peak work load periods and enable more rapid update of the data base.

5. Utilization of multiyear registration plates for faster update of the data base and as a cost saving procedure in reducing volume of renewal of registrations.

6. Development of a registration data base and system related to vehicle defects (recall campaign).

7. Development of a registration data base and system related to vehicle inspection (used car safety standards).

8. Development of vehicle control system related to disposal of junked vehicles.

9. Alternatives for establishing acceptable evidence of ownership.

10. Improved procedures for reporting and controlling transfers of ownership and improved control over assignment of plates.

APPENDIX E

RESOURCE ORGANIZATIONS

The following selected recognized authoritative organizations may be contacted to provide guidance in implementing a registration safety program or some aspect of the system.

American Association of Motor Vehicle Administrators
Room 404, Madison Building
1155 15th Street, N. W.
Washington, D. C. 20005

Bureau of Public Roads
Federal Highway Administration
Department of Transportation
Washington, D. C. 20591

National Committee on Uniform Traffic Laws and Ordinances
1776 Massachusetts Avenue, N. W., Suite 430
Washington, D. C. 20036

National Highway Traffic Safety Administration
400 7th Street, S. W.
Washington, D. C. 20590

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